

The Comprehensive Plan 1990

PHOENIX ARIZONA

PLANNING COMMISSION
 Dwight L. Baber, Chairman
 Sidney G. McClure, Jr., Vice Chairman
 William Bell, Jr.
 Marjorie Carson
 Roseando Gutierrez
 George H. Schoneberger

CITY COUNCIL
 John D. Duggs, Mayor
 Ed Kavrick, Vice Mayor
 Harry E. Broderick
 Armando de Leon
 Calvin Goodie
 Mrs. Margaret Hoise
 John T. Katsenes

MARCH 1972

THE COMPREHENSIVE PLAN

This text, together with the Land Use Plan on the opposite page, is the 1990 Comprehensive Plan for the Phoenix Planning Area. Expressed in both verbal and graphic terms, this plan is the first step in a continuing comprehensive planning program for Phoenix. It is a public document that is concerned with what we as a city, where we want to go, and how we are going to get there. The Plan is:

- **LONG-RANGE:** It projects development of the Phoenix Planning Area into the future.
- **COMPREHENSIVE:** It defines all land uses including residential, business, industry, parks and other public facilities, as well as a transportation system designed to link these together.
- **GENERAL:** It sets forth general goals and objectives to guide future development, yet it is rigid enough to provide direction by setting forth recommendations and implement measures to effectuate this plan.

The Comprehensive Plan shows the location and extent of the various types of land uses which will be necessary to accommodate and serve a population of 1,000,000. The name "Comprehensive Plan" indicates that this is not a detailed blueprint for future development. Nor is it a zoning map which establishes the specific uses of the land lot by lot. Rather, it is a guide for making these and other important decisions and should be used accordingly. In being long-range, the Comprehensive Plan can only approximate the future. Periodic re-evaluation of this plan in light of future developments is essential to insure that the plan is up-to-date and relevant.

Some of the residential and industrial land uses shown on the plan exist today; others are proposed to be developed as needed. Some of the other land uses proposed as support facilities to provide such services as education, recreation, shopping and transportation will be needed only when there is sufficient population growth in the areas where they are shown.

This land-use plan is more than just a picture of existing uses and the consequences in 1990 of current trends. While considering present growth patterns, it is also a plan for where uses should be. In cases where ultimate uses proposed differ from existing uses or present trends, definite action must be taken to alter these trends if the plan is to be implemented.

This plan closely follows the 1970 recommendations of the 800 member Phoenix Forward Task Force which was appointed by the City Council to study the kind of community Phoenix should be in the future. Periodically, the Task Force will re-evaluate its goals and any changes should then be reflected in the plan. Some major goals and objectives that the plan proposes are:

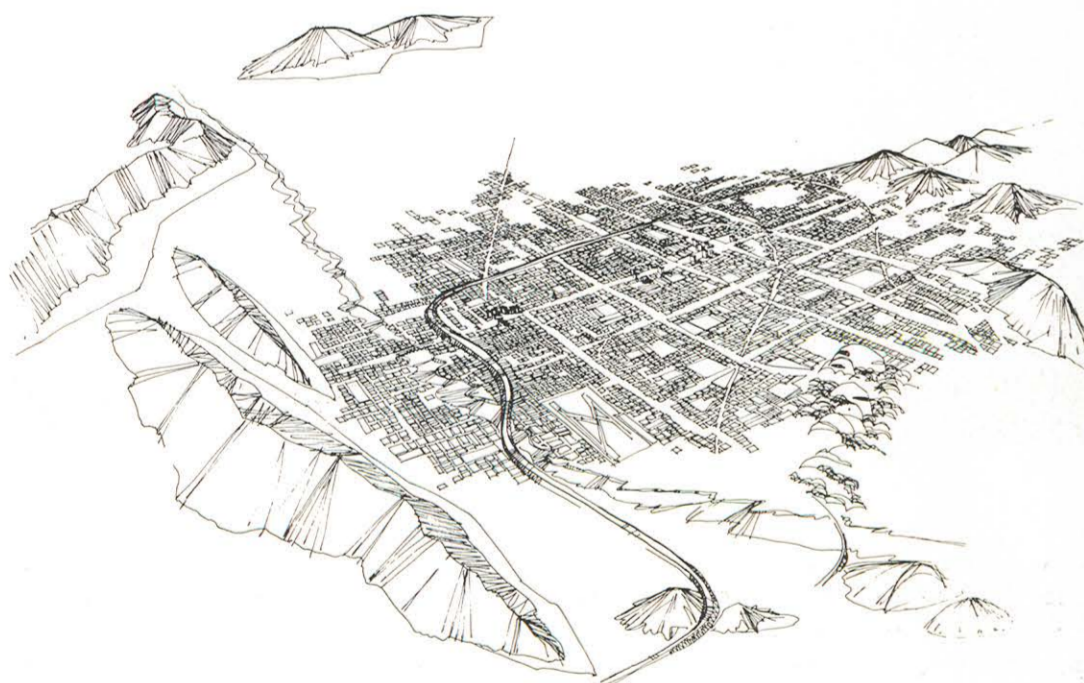
- To increase the choice and opportunity for citizens of Phoenix to determine where and how to live, work, play, learn and shop without conflicting with each other's needs.
- To achieve the most efficient and orderly pattern of land uses from a social, economic and cultural point of view while achieving both convenience and variety.
- To improve the convenience for all citizens in all types of activities within reasonable land use relationships.
- To make the best use of private and public investments to fulfill community needs.
- To provide an efficient and effective system of community facilities when and where they are most needed.
- To provide a continued improvement of the planning tools necessary for carrying out the plan and improving the environment.

LOCATION

A good location, relatively flat topography, a dry desert climate, fertile soils and sufficient water from nearby reservoirs have been the combination that led to the early development of Phoenix.

Phoenix enjoys a strategic location in the fast-growing Pacific Southwest. Climate, job opportunities, nearby major recreational facilities and a strong retirement appeal have caused a tremendous surge in population in this area in recent decades. Phoenix is one of four major metropolitan complexes within this region, the others being Los Angeles, San Diego and San Bernardino-Riverside. In recent years, Phoenix has increased its share of employment and population growth within the Pacific Southwest region primarily due to the increasing importance of Phoenix' central location in respect to the large markets of California, Texas and the Rocky Mountain areas and as a result of population over-spill from the large coastal California cities.

THE PATTERN OF PHOENIX



HISTORY AND IMAGE

From the quiet beginning as an agricultural community, Phoenix expanded rapidly after World War II. Thousands of servicemen who had been stationed in Arizona during the war returned to live and created the nucleus of a skilled labor force. The attraction of Phoenix as a winter resort and the migration of people into the area has aided Phoenix' urban development.

Phoenix is still a new city, little more than one hundred years old. Newness and bright desert sun accentuate its cleanliness. Phoenix is spacious and uncongested. Broad streets, many of them lined with trees, enhance the spacious feeling. Open land is scattered all over the city from large tracts of desert on the outskirts to vacant lots, even pastures, in town.

EXISTING LAND USE

The rapid growth of Phoenix is evidenced by a lack of continuity in the pattern of urban development. Residential growth has occurred primarily in the north, east and western sections of the planning area. Phoenix, today, is characterized by low density residential areas, with the single-family dwelling unit the predominant living unit. Recently, many multi-family units have been built, especially townhouses and garden apartments, along the Black Canyon Freeway, in North Central Phoenix and in East Phoenix.

Phoenix has developed in the era of the automobile and consequently, its commercial pattern of land use reflects this fact. Commercial activities have moved to the areas where the population live. As the planning area has grown, strip commercial areas have occurred along major streets, while office uses have migrated uptown. In suburban locations over 50 new shopping centers have been built since 1950. Central Phoenix is no longer the concentrated core of retail activity.

Industrial uses today are concentrated in three locations: along Grand Avenue, along and near the Salt River, and in areas adjacent to the Black Canyon Freeway. Manufacturing is dominated by the electronics industry, while wholesale trade has grown as a result of Phoenix' location within an expanding metropolitan and regional south-western market.

Sixty-three percent of the Phoenix Planning Area is open land. Large acreages of agricultural land remain in the Southwest and South Phoenix areas. Vacant land is also concentrated on the fringe of the planning area in Paradise Valley and Deer Valley. Vacant land scattered throughout the built-up portions of the planning area offer opportunities for providing additional needed facilities.

Use	Acreage	Percent of Total
Residential	23,461	14.7
Commercial	3,135	1.4
Industrial	4,627	2.0
Railroads and Canals	1,169	0.5
Streets	17,790	7.8
Parks	18,296	8.0
Schools	1,809	0.8
Other Public	4,418	1.9
Agriculture	54,738	24.4
Vacant	88,466	38.5
Total	218,309	100.0

RESOLUTION NO. 13891

A RESOLUTION ADOPTING THE COMPREHENSIVE PLAN FOR PHOENIX, ARIZONA, AS DEPICTED BY THE ATTACHED MAP AND TEXT

WHEREAS, the Phoenix City Council authorized the Planning Commission, in conjunction with the Planning Department, to undertake a comprehensive study of the future growth and development of the Phoenix Planning Area; and

WHEREAS, it is desirable that there be a plan to help guide the growth and development of Phoenix in order to enhance our living environment; and

WHEREAS, the Comprehensive Plan for Phoenix is intended to provide broad general guidelines for the development of land within the planned area; and

WHEREAS, the Comprehensive Plan for Phoenix is not intended to be a specific zoning plan; and

WHEREAS, the Plan is not static and must be reviewed from time to time; and

WHEREAS, the Planning Commission and City Council have conducted many public hearings on the Plan and have considered citizen comments relating to the Plan, NOW, THEREFORE, BE IT RESOLVED, that the City of Phoenix City Council hereby adopt the Comprehensive Plan - 1990 for Phoenix, Arizona, as contained in the attached text and depicted by the attached map * * * identified by the signature of the Mayor, which text, map and * * * are by this reference incorporated herein and made a part hereof.

IT IS FURTHER RESOLVED that the citizens of Phoenix are hereby urged to acquaint themselves with the Plan.

PASSED by the Council of the City of Phoenix this 16th day of May, 1972.

John D. Duggs
MAYOR

ATTEST:
Sheridan K. Brown City Clerk

APPROVED AS TO FORM:
John R. ... City Attorney

REVIEWED BY:
John ... City Manager

LAND USE

Two dominant trends summarize anticipated commercial activity in the future. Shopping center growth will reflect new population growth and will assume a larger proportion of total commercial use. General commercial uses, commonly found side by side along major streets, will decline in importance in the future due to the trend toward consolidation of commercial uses and higher volumes per store. Office uses will increase more slowly due to a rising density of employees per acre of use.

By 1990, another 2,200 acres of commercial uses will be needed. Shopping center growth will expand rapidly due to the need for additional neighborhood centers throughout the Planning Area. Three more regional centers are expected by 1990 in Maryvale, North Paradise Valley, and in Northwest Phoenix. Particular new concentrations of office uses are expected around hospitals, near regional shopping centers, and in close proximity to major freeways.



RECOMMENDATIONS

- **Shopping Centers Should Be:**
 1. Properly located to the neighborhood or trade area they serve
 2. Protected from adverse effects of too many nearby centers
 3. Planned to accommodate nearby related commercial developments.
- **General Commercial Areas Should Be:**
 1. Consolidated to reduce traffic congestion and to provide more off-street parking
 2. Improved by providing better access roads, ingress and egress to off-street parking areas
 3. Discouraged from expanding - with a policy of no further strip commercial zoning and a re-evaluation of existing unused commercially zoned areas - that necessary first step in this direction
- **Office Areas Should Be:**
 1. Clustered into "office parks" where grouped buildings, parking, landscaping and loading areas are designed as a functional unit
 2. Located in designated areas where they are needed in the Planning Area
 3. Compatible with surrounding land uses and controlled through site plan review

INDUSTRIAL

THE FUTURE

Major consideration must be given to industrial needs in the future. Considering the economic importance of industry to the future of Phoenix, the location and land requirements of industrial activities are of concern. To answer the future needs of industrial land use in the Phoenix Planning Area, basic goals have been established and feasible recommendations constituted.

GOALS

- The establishment of industrial areas adequate in both quality and quantity to suit present needs and future growth
- The protection of these areas from incompatible uses and blight
- The provision of industrial sites with adequate public facilities, transportation and land to expand

RECOMMENDATIONS

(1) A reasonable industrial zoning policy which recognizes future needs and ensures a choice of reasonably priced sites for the future; (2) the continued cooperation between government, industry and other community interests to promote orderly development of industrial areas; (3) the establishment of an industrial reserve area and planned industrial parks as one solution to new industrial development patterns

LAND USE

Three trends will dominate future industrial areas. Manufacturing enterprises will continue to locate in outlying areas near freeways and railroads. Wholesaling and other service-type activities will be dependent on quick access to metropolitan markets thus they will be concentrated near freeway-railroad locations. The extractive industries, particularly the sand and gravel operations, will continue in the Salt River bed, and in major wash areas.

By 1990, some 15,200 acres will be in industrial use, an increase of 10,500 acres over 1965 usage. Major industrial areas will be concentrated in four locations: (1) the Grand Avenue-Black Canyon area; (2) West Phoenix south of the Papago Freeway; (3) in the vicinity of the Salt River; and (4) in Deer Valley along the Black Canyon Freeway. Along with future industrial growth, additional public facilities to serve these areas will be necessary. Older industrial areas will require rehabilitation.

CENTRAL PHOENIX

Downtown Phoenix, for many years, was the hub of entertainment and cultural facilities as well as the prime shopping center for the city. With the rapid growth of the 50's and 60's, retail activity moved to where the people lived. The shopping center became the dominant retail outlet; and consequently, the role of downtown Phoenix changed. New high-rise development appeared further north on Central Avenue, but it stood apart from the original downtown area. More recently, downtown has experienced renewed growth.

As metropolitan Phoenix has grown, the central city and its functions have expanded. Today, the core area, Central Phoenix, is physically defined as an area from 7th Street to 7th Avenue and from north of Camelback Road to Grant-Lincoln on the south. It also includes an area between Van Buren and the railroad tracks westward to 19th Avenue (the State Capitol Area).

The new Central Phoenix has become the employment center of not only the city and metropolitan area, but also the state. The recently adopted Central Phoenix Plan points out the future of Central Phoenix and what guidelines should be followed to strengthen its position. Some of these are:

- The development of a linear high-rise corridor of office structures and associated services along Central Avenue
- The encouragement of Central Phoenix' growing governmental, cultural and financial development in both Downtown and the Capitol Corridor
- The protection of stable residential neighborhoods within Central Phoenix
- The improvement of a transportation system to service Central Phoenix

SCHOOLS

It is impossible to talk about community facilities without some reference to the most important of all - schools. No single element of the Comprehensive Plan is more important for improving the human opportunities of Phoenix than the provision of high quality educational facilities.

To properly insure the future development of adequate schools, close cooperation between local school planning agencies must occur, as the location, size and distribution of schools depend on several overlapping factors. Some of the information utilized in planning new schools includes the number of students in each school district, availability of potential school sites, nearby land use, and safety features of proposed sites.

The Comprehensive Plan should be used as a guide in the selection of new sites. In the developing areas of Phoenix, the need for future schools is critical. New methods of reserving sites in advance of development, such as dedication or reservation of school sites, need to be explored. The financial incentives between the various school districts need attention as well, for there are wide variations in the number of students each district must educate and their ability to finance necessary facilities. Some state legislation in this area is needed. Within the planning area alone, there are 26 separate school districts.

By 1990, the need for schools will nearly double. Changing curriculums, school plant construction, population shifts and the ability to finance new facilities are only a few problems for the future. New schools should be developed as community schools to insure a more effective use of the schools by all people in the community.

PROJECTED SCHOOL ENROLLMENTS 1990

	Total Number Enrolled	
	1971	1990
Elementary Schools	104,000	203,000
High Schools	44,000	79,000
	148,000	282,000

	Additional Schools to 1990	
	Existing Schools 1971	Additional Schools to 1990
Elementary Schools	134	90
High Schools	16	17
Total - All Schools	150	107



PARKS AND RECREATION

Over the years, Phoenix has been noted for its parks and open space. The abundance of local facilities as well as a wealth of statewide recreation attractions has made Phoenix one of the recreation centers of the nation. To date, Phoenix has over 2,500 acres of neighborhood and community level parks and special facilities, as well as 16,500 acres of natural or mountain parklands. However, the present supply of recreation space in Phoenix will not be increased dramatically to serve future demand.

Potential resources for the most open space in Phoenix are in the Salt River bed (Rio Salado), the Phoenix Mountains, and agricultural land.

The Rio Salado is a normally dry stream bed cutting through Phoenix. A study of the Rio Salado is now being done to assess the opportunities of combining flood control with redevelopment and the possible creation of areas for housing, recreation and employment.

The Phoenix Mountains are a natural landmark in the valley. A master plan for a 9,700-acre area of the mountains has been adopted. Preservation of these mountains is the principle function and design objective.

Agricultural land provides pleasing open areas throughout Phoenix. Urbanization could eliminate these open areas unless ways are devised to protect them.

By 1990, an additional 13,000 acres of recreation space will be needed. The demand will be the greatest for neighborhood recreation space located close to the people. Some of this can be provided by school playgrounds, but the rest must be obtained before urbanization consumes all of the remaining open areas.

To adequately plan for the increasing rate of parks and recreation areas, the following goals should be achieved:

- The provision of an adequate park and recreation system
- The arrangement of recreation facilities close to the people served
- The preservation of landmarks, historic and scenic areas
- The acquisition and development of facilities based on the city's ability to pay

PUBLIC UTILITIES

The long-range planning of water, sewers, landfills, storm drainage and other facilities must be coordinated with the growth of Phoenix. This will insure that facilities will be developed when needed. The primary goal is to provide an integrated and efficient system of public utilities to serve the varying needs of Phoenix.

Many public facilities are metropolitan in scope. Often, the coordination and development of certain facilities, such as sanitary sewers, is an area-wide problem. The development of the five city sewer interceptor project and the creation of the Maricopa Association of Governments (MAG) to coordinate area-wide public facility planning is a start in this direction.

WATER

The present water supply of the City of Phoenix is adequate for the future. More and more dependence will shift from ground water wells to surface water treatment plants and recycled water. To bring about a water balance in the long-range future, additional water from the Central Arizona Project will be needed to augment local supplies.

Recently, a long-range study has been completed that covers the water requirements, supply, treatment, storage and transmission needs to the year 2000. Some of the new facilities will be built as a joint venture of the cities of Mesa, Tempe and Phoenix.

SEWAGE DISPOSAL

Sewage disposal in the Phoenix Planning Area is and will be handled by the five-city sewer system which transports metropolitan sewage to two treatment plants along the Salt River. A continuous expansion of this system will be necessary to keep up with future growth. The planned facilities, as outlined in a metropolitan study, will permit the future expansion of sewer service throughout the Planning Area when needed.

STORM DRAINAGE

Phoenix, today, is deficient in its storm drainage system. These deficiencies have been aggravated by the rapid urbanization of the Phoenix area. Major drainage problems are:

- Flood danger from the Salt River, Cave Creek, Indian Bend Wash, Dreamy Draw, and Mountainous areas.
- Inadequate street drainage.

The recent city bond programs are a start in the right direction, but the problem must be solved on a metropolitan basis; for major floods and storm drainage can be controlled only by a concerted, cooperative effort on the part of the cities, the Flood Control District and other jurisdictions. Prohibition or restriction of development in designated flood plains must be accomplished.

REFUSE DISPOSAL

Sanitary landfills have been found to be the most economic, healthful way to dispose of solid refuse in Phoenix. As Phoenix grows, many acres of land will be required for disposal. As much as 120-170 acres per year will be needed in the next 25 years. Additional sites, suitably located with respect to collection points and well maintained to avoid conflicts with nearby development, will be necessary in the future.

TRANSPORTATION

The objective of transportation is the safe, efficient and convenient movement of persons and goods. Within the total transportation system, there exists the major street and highway system, public transit, air transportation, railroads, pipelines, parking and terminal facilities. Together, these elements form the foundation for the transport system.

The development of an adequate transportation system is vital to the continued growth of Phoenix. Land use and the transportation system are directly related, as land uses determine the amount and kinds of traffic. The comprehensive, coordinated, urban transportation planning that has been developed in the City over the past 15 to 20 years will be continued in the future with expanded emphasis on the inter-relationship of total transportation and urban form and the resulting impact on life style.

To provide an adequate transportation system, the following goals are essential:

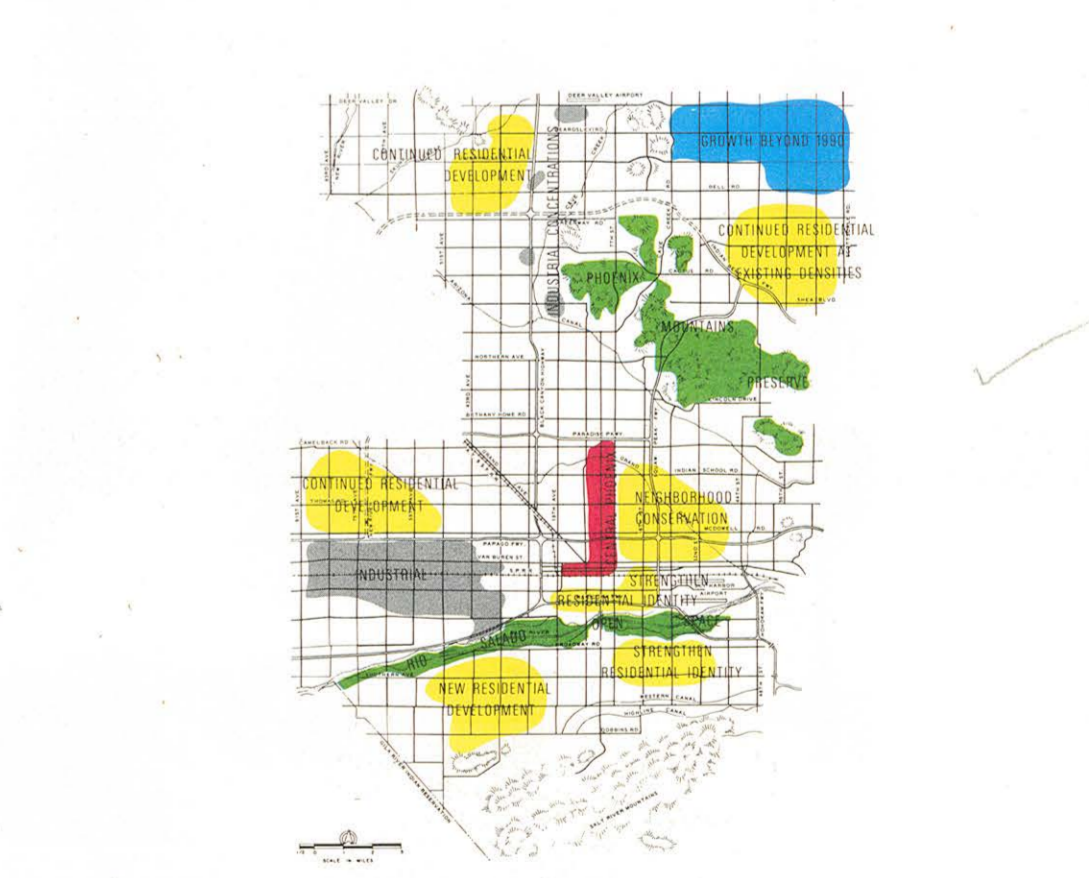
- Provide a street system that considers the neighborhood as the basic planning unit
- Develop a balanced transportation system of streets and freeways for automobiles and public transit
- Plan for adequate terminal facilities to serve ground, rail and air systems
- Continue comprehensive transportation planning on a local and regional basis
- Plan for an adequate system of bicycle trails
- In light of new technology and changing desires of Phoenix citizens, undertake long-range land use and transportation alternative studies to evaluate future role of transportation in Phoenix and the region

CHARACTERISTIC	FREEWAY	MAJOR STREET	COLLECTOR STREET	LOCAL STREET
BASIC FUNCTIONS				
Traffic Movement	Sole	Primary	Partial	Incidental
Land Access	Controlled	Secondary	Partial	Basic
PLANNED SERVICE				
Area Served (Linkage)	Regional & State	Community	Neighborhood	Individual Properties
Speed	55-70 MPH	30-45 MPH	25-30 MPH	Under 25
Trip Length	Over 3 miles	Over 1 mile	Under 1 mile	Under 1/2
No. of Lanes	4 - 8	2 - 4	2 - 4	2
Parking	None	Limited	Permitted	Permitted
FUNDING RESPONSIBILITY	State & Fed. Gov't.	Local Gov't.	Property Owner & Local Gov't.	Property Owner

PLAN PROPOSALS

The Comprehensive Plan for Phoenix is based on a 1990 population projection of 1,000,000 persons. The Phoenix Planning Area contains enough suitable land to accommodate at least double the projected population. The plan, therefore, assumes that some sections of the Planning Area will still be undeveloped in 1990. A large area in the northeast section of the Planning Area will remain uncommitted to urban growth and is shown as crisscrossed on the map. The development of this area should not be encouraged until other desired development occurs.

MAJOR FEATURES OF THE COMPREHENSIVE PLAN



IMPLEMENTATION

This Comprehensive Plan is an outline for guiding action. Its value will be determined by its capacity to encourage and direct public and private decisions.

Public decisions to rezone land aid in implementing the plan by determining the type of land use for which land may be developed. Public actions through the Capital Improvements Program implement the plan by coordinating the timing of and expenditure for construction of streets, water and sewer lines, libraries, parks and other civic projects. Private actions implement the plan through individual and collective investments in homes, churches, businesses and other developments. These actions are guided by such local regulations as the subdivision, zoning and sign ordinances and the building code which help insure attractive and safe neighborhoods, convenient shopping locations and employment centers and make Phoenix a livable and efficient city.

The planning process must continue after this plan is adopted, with periodic reviews. The plan must remain sufficiently flexible to adapt to changes in community values.

To insure that the Comprehensive Plan becomes effective in guiding future decisions, continuing work in several areas will be required.

Community-wide citizen participation

Organize citizen involvement in refining community goals and implementing plans to achieve these goals

Increased metropolitan cooperation

Continue cooperative metropolitan planning through the Maricopa Association of Governments

Strengthen city-county planning efforts to insure orderly fringe-area development

New State Legislation

Support state and local legislation to strengthen the tools available for implementing this plan.

Continue planning efforts to refine the implementation program and to develop more detailed plans for neighborhoods and major areas of the city.

LAND USE PLAN 1990

Phoenix, Arizona

LEGEND

	Existing	Proposed
AGRICULTURAL		
RESIDENTIAL		
HOUSING UNITS PER GROSS RESIDENTIAL ACRE		
LOW DENSITY 0 TO 1.7		
MEDIUM LOW DENSITY 1.7 TO 5.0		
MEDIUM 5 TO 15		
HIGH DENSITY 15 & OVER		
COMMERCIAL		
GENERAL COMMERCIAL INCLUDING CENTRAL CORRIDOR USES		
SHOPPING CENTERS		
REGIONAL		
COMMUNITY		
NEIGHBORHOOD		
INDUSTRIAL		
GENERAL INDUSTRY		
EXTRACTIVE		
PUBLIC		
ELEMENTARY SCHOOLS		
JUNIOR HIGHS		
HIGH SCHOOLS		
FIRE STATIONS		
PARKS		
DISTRICT		
COMMUNITY		
NEIGHBORHOOD		
OTHER		
PHOENIX CIVIC PLAZA		
SERVICE CENTERS		
LIBRARIES		
OTHER PUBLIC USES		
QUASI-PUBLIC		
TRANSPORTATION CORRIDORS		
MAJOR STREETS		
FREEWAYS		
CANALS		
RAILROADS		
	EXISTING	PROPOSED
		ULTIMATE*

*BEYOND 1990 TIME FRAME
 OTHER PUBLIC USES INCLUDE: COUNTY, STATE & FEDERAL USES.
 QUASI-PUBLIC INCLUDE: CEMETERIES, GOLF COURSES, HOSPITALS.

